

Divisions affected: *Burford & Carterton North*

DELEGATED DECISIONS BY CABINET MEMBER FOR TRANSPORT MANAGEMENT

25 APRIL 2024

EAST CARTERTON: UPAVON WAY, CARTERTON ROAD, MARSH WAY/NORTON WAY & BRIZE NORTON ROAD - PROPOSED SHARED FOOTWAY & CYCLEWAYS

Report by Corporate Director, Environment and Place

RECOMMENDATION

The Cabinet Member for Transport Management is **RECOMMENDED** to

- a) **Approve the shared-use foot & cycleways on Upavon Way, Carterton Road, Marsh Way/Norton Way, and Brize Norton Road in Carterton as advertised.**

Executive Summary

1. This report presents responses received to a statutory consultation on proposals to replace existing pedestrian only footpaths to shared-use foot & cycleways at various locations in Carterton, as shown in **Annexes 1 to 3**.
2. The proposals have been put forward as a result of the development of adjacent land for residential purposes, and also include additional footway improvements as part of the planned works.

Financial Implications

3. Funding for consultation on the proposals (and implementation if approved) has been provided by the developers.

Equality and Inclusion Implications

4. No implications in respect of equalities or inclusion have been identified in respect of the proposals.

Sustainability Implications

5. The proposals would help to help improve pedal cyclist safety, and also help encourage the use of sustainable transport modes in the area.

Formal Consultation

6. A formal consultation was carried out between 14 February and 15 March 2024. An email was sent to statutory consultees & key-stakeholders, including Thames Valley Police, the Fire & Rescue Service, Ambulance service, Bus operators, countywide transport/access & disabled peoples user groups, West Oxfordshire District Council, local District Cllr's, Brize Norton Parish Council, Carterton Town Council, and the local County Councillor representing the Burford & Carterton North division.
7. A letter was also sent directly to approx. 105 properties in the area, and street notices were placed on site in the immediate vicinity adjacent to the proposed changes.
8. 14 responses were received during the course of the formal consultation, comprising of four objections (29%), four raising concerns (29%), two partially supporting (14%), three in support (21%), and one non-objection.
9. The responses are shown at **Annex 4** and copies of the original responses are available for inspection by County Councillors.

Officer response to Objections/Concerns

10. Thames Valley Police expressed no objections to the proposals as advertised.
11. With regards to the safety concerns expressed about driveway visibility along the Brize Norton Road, Officers have confirmed that the 'Stage 2 Road Safety Audit' did not highlight any concerns around this particular issue.
12. Officers agree that shared paths are not always the ideal solution, however, in this particular case, it was the best that OCC could request from the developer considering the physical constraints of the highway boundary in those areas. Also, it should be taken into account that the developer does not have title to the adjoining land in order to dedicate extra width, which would be required for enhanced provision.
13. Officers note that additional lengths of path were requested, however these fall outside of the scope of this specific project, and therefore are unable to be considered as part of these proposals.

Corporate Director, Environment and Place

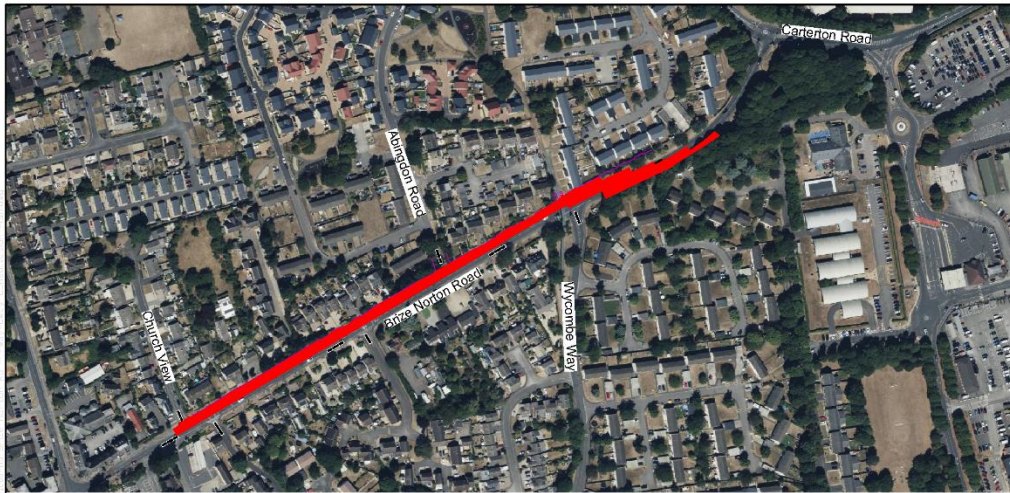
Annexes

Annex 1: Consultation plan

Annex 2: Consultation responses

Contact Officers: Julian Richardson (Senior Engineer – Central),
(Julian.Richardson@oxfordshire.gov.uk)

April 2024



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 CONSTRUCTION NOTES AND MATERIALS SPECIFICATION.

KEY:

- Proposed Footway/Cycleway
- Existing Footway
- Verges

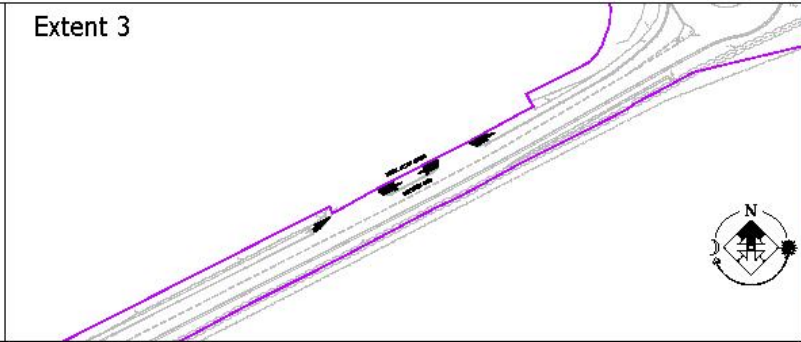
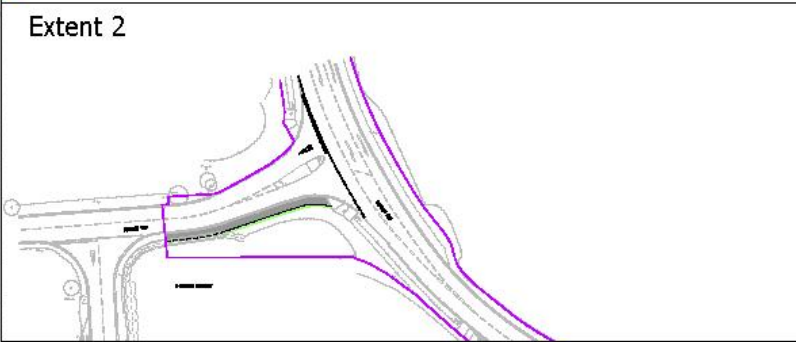
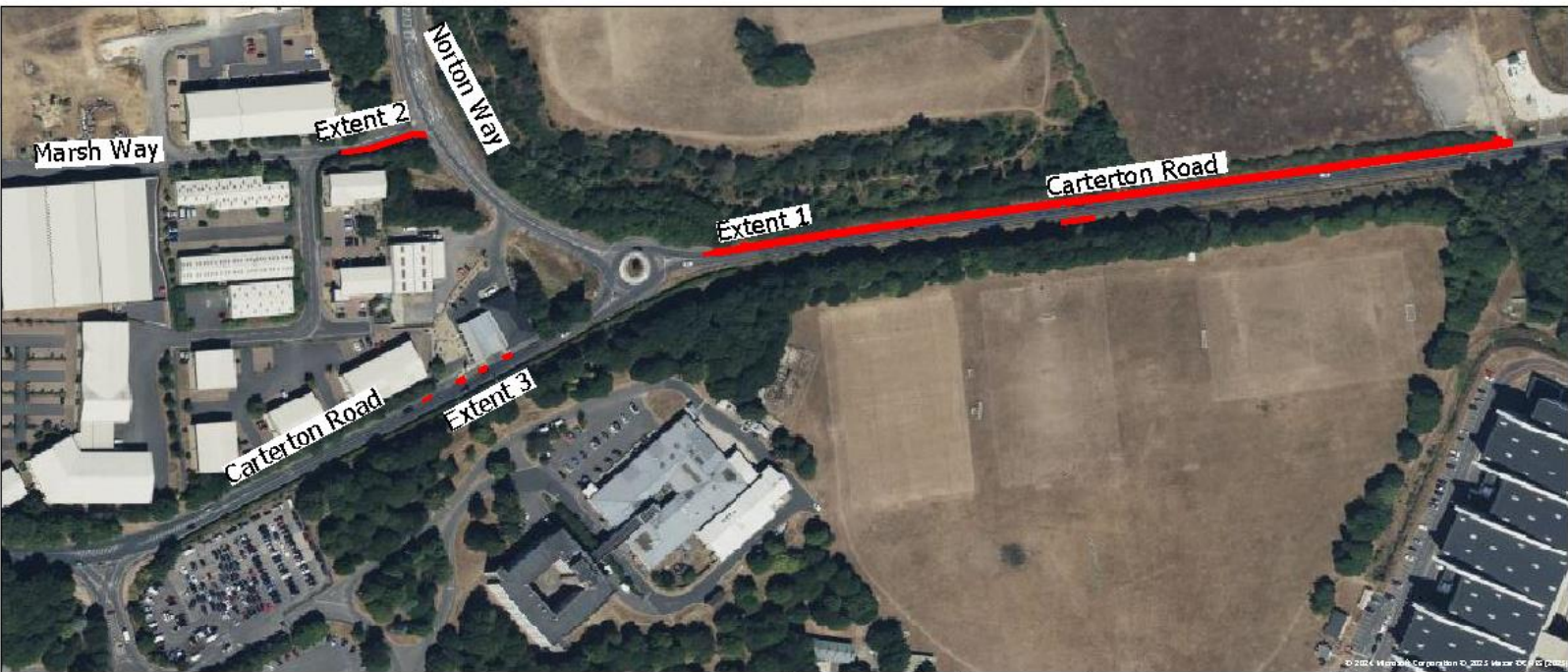
Rev.	Description	By	Date

Stability: **PLANNING**

Land to East of Carterton
 Brize Norton
 Brize Norton Road
**Footway/Cycleway
 Consultation Plan**
 DATE: 22/01/2024
 SCALE: NTS @ A3
 DRAWN: GH
 CHECKED: JL




BLOOR HOMES
 Drawing No. WE088-EN-1000-A0





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 16 BLYTH ROAD, BRISTOL, AVON GLOUCESTER, BRISTOL BS2 9JF
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Key:

-  Proposed Footway/Cycleway
-  Existing Footway Upgraded
-  Grass verge

Rev.	Description	By	Date

Subsidiary: **PLANNING**

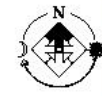
Land to East of Carterton
 Brize Norton
 RAF Base - Carterton Road

**Footway/Cycleway
 Consultation Plan**

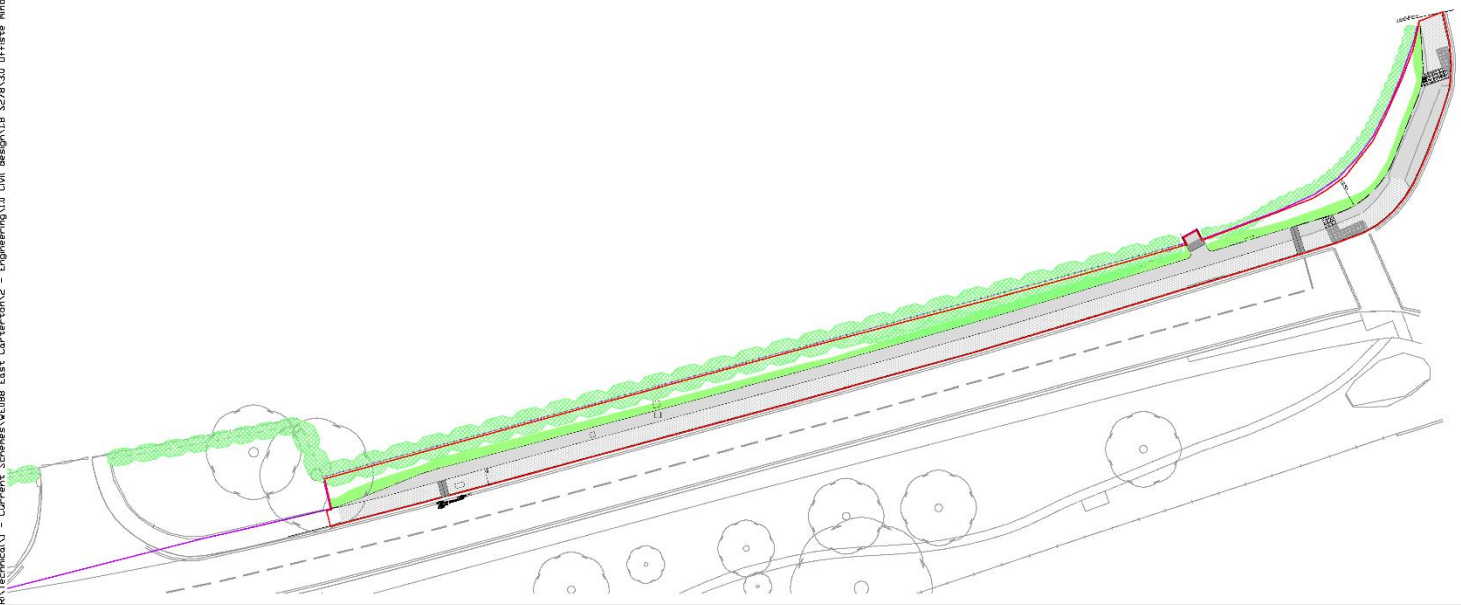
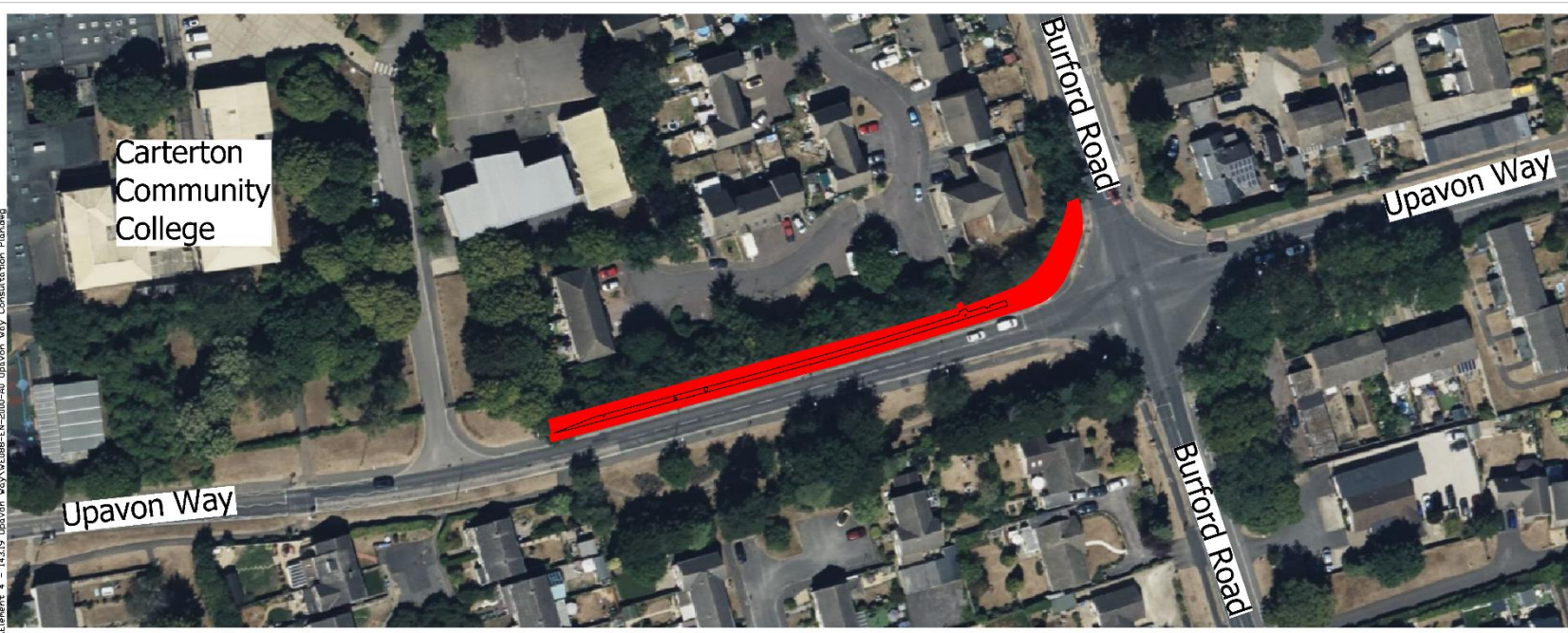
DATE: 22/01/2024
 SCALE: NTS @ A3
 DRAWN: GH
 CHECKED: JL



Drawing No. WE088-EN-3000-A0



R:\Technical\1 - Current Schemes\WE088 East Carterton\2 - Engineering\1.0 Design\1.0 S278\3.0 Office minor work\A1\Element 4 - 14.19 Upavon Way\WE088-EN-2000-A0 Upavon Way Consultation Planning



1. This plan is for the proposed footway/cycleway along the east side of Upavon Way, starting from the intersection with Burford Road and extending eastwards. It is intended to provide a safe and convenient route for pedestrians and cyclists. The proposed route is shown in red on the aerial photograph and in green and grey on the plan view. The route is proposed to be 2.0m wide and to be constructed from concrete. The route is proposed to be constructed in two stages. The first stage is to construct the route from the intersection with Burford Road to the intersection with Upavon Way. The second stage is to construct the route from the intersection with Upavon Way to the intersection with the next road to the east. The route is proposed to be constructed in two stages. The first stage is to construct the route from the intersection with Burford Road to the intersection with Upavon Way. The second stage is to construct the route from the intersection with Upavon Way to the intersection with the next road to the east.

Notes:
 1. Do not scale from this drawing.
 2. The purpose of this drawing is to support the consultation by showing the proposed route for the existing highway showing an upgrade to the highway becoming a shared footway/cycleway.

Key:
 - Asphalt surface with concrete kerbs, for details refer to drawing 8007200.
 - Buffer zone plus off 20mm concrete support surface on normal surface, for details refer to drawing 8007200.
 - Grass verge and extra verge slope.

Rev.	Description	By	Date

Discipline: **PLANNING**

Land to East of Carterton
 Brize Norton
 Upavon Way

**Footway/Cycleway
 Consultation Plan**

DATE: 22/01/2024
 SCALE: 1:250 @ A0
 DRAWN: GH
 CHECKED: JL



BLOOR HOMES

Drawing No: WE088-EN-2000-A0

RESPONDENT	COMMENTS
(1) Traffic Management Officer, (Thames Valley Police	No objection
(2) Carterton Town Council	<p>Support – Carterton Town Council have discussed the proposals and are keen to submit a positive response. They are grateful that these funds are going to be spent, improving cycling infrastructure and safety in Carterton. However, they did raise the issue of connectivity as the paths seem to be independent of each other and are not necessarily on the busiest cycle routes. They wondered if it would be better to have one or two longer, better connected paths than several unconnected paths. They were also keen to ask how the routes were chosen and were keen to point out that a shared use path along the road by the entrance to the RAF Base might be more effective given there had been several accidents along there recently. They would be happy to discuss the routes further if the county council felt this would be useful. If this is not possible then they were keen to stress that they still welcome the proposed shared use cycle paths in Carterton</p>
(3) Brize Norton Parish Council	<p>Partially support – With regards to connectivity, one of BNPC and Brize Norton Neighbourhood Plan visions is to have a shared use foot/cycle path that is ‘fit for purpose’ and links the old village of Brize Norton, the new development of Brize Meadow, and Carterton. The existing shared use foot/cycle path is only 1.5M wide and therefore not ‘fit for purpose’ and it’s difficult for pedestrians to pass each other, especially those with push chairs, next to a 40mph speed limit road.</p> <p>BNPC is pleased that Bloor Homes is not going ahead with their original scheme as detailed in their S276 drawing 3694/SK/206, dated October 2013 which would have been impossible to carry out; and are adopting the BNPC proposal, which is to upgrade the existing foot/cycle path on the north side of Carterton Road to make it ‘fit for purpose’.</p> <p>However, we note that this new shared use foot/cycle path runs from the roundabout at the west end of Carterton Road eastwards but only up to the exit point from Brize Meadow which will be known as ‘The Greenway’. Although this will be of benefit for the residents of Brize Meadow, it will not provide safe and ‘fit for purpose’ connectivity to the old Brize Norton village.</p>

	<p>BNPC therefore requests that the new shared use foot/cycle path is extended 4M eastwards to connect to the new crossover entrance into the Thames Water SPS where the foot/cycle path has already been widened to 3M. From the SPS entrance, continue the new shared use foot/cycle path 40M eastwards to connect into the proposed shared use foot/cycle path which will run along the south side of the Mary Ellis Country Park and exits at the edge of the old village settlement area.</p> <p>With regards to the bus shelter, as Bloor Homes currently owns the land on the north side of the proposed shared use foot/cycle path and it will eventually be transferred to BNPC, there is no reason that the bus shelter could not be set back so that there are no restrictions to this path. If this is not carried out, it will lead to a 44M section of original shared use foot/cycle path which is not 'fit for purpose' and is dangerous because as stated above, it's difficult for pedestrians to pass each other, especially those with push chairs next to a 40mph speed limit road and therefore BNPC would have no option but to request that OCC finish upgrading this section of foot/cycle path which will undoubtedly cost you more in the long run. BNPC suggests that it is logical to carry out all of these works at the same time to provide 'fit for purpose' connectivity as described in our vision above.</p> <p>As we are working closely with Bloor Homes regarding the Brize Meadow development, we will forward this request directly to them and we will also continue to discuss the location of the bus stop on the south side of Carterton Road which we consider to be in the wrong location as it is not in the vicinity of the access point into Brize Meadow.</p> <p>With regards to the proposed shared use foot/cycle paths in Carterton (Upavon Way & Brize Norton Road), BNPC has no further comments to make about them.</p>
(4) Principal Planning Policy Officer, (West Oxfordshire District Council)	<p>Support – We support the proposed works provided there remains safe a sufficient space on the footpath for pedestrians and provided the cycle way is appropriately signposted, lit and surfaced.</p>
(5) Group/organisation, (Royal National Institute of Blind People)	<p>Upavon Way – Object Carterton Road – Object Marsh Way/Norton Way – Object Brize Norton Road – Object</p> <p>RNIB strongly opposes the proposals for these footways to be converted into shared-use paths. Cycleways delineated from the footway area by painted white lines or trapezoidal strips are not sufficiently detectable so should also be avoided. We recommend that segregated, stepped cycleways are installed instead where the cycleway is stepped</p>

	<p>above the level of the road but below the level of the pavement, with a 60mm minimum high kerb and high tonal contrast between the footway and the cycleway. This keeps vulnerable pedestrians safe from fast moving cycles while also keeping cyclists safe from faster moving vehicles.</p> <p>Shared use areas are not inclusive and present potentially serious dangers to both pedestrians with sight loss and cyclists. This is because cycles are extremely difficult for blind and partially sighted people to see or hear, and it is not always obvious to cyclists which pedestrians are blind or partially sighted. There is a real risk of people with sight loss unknowingly stepping into the path of a cyclist, and the cyclist being unaware that the pedestrian hasn't seen them, resulting in a collision.</p> <p>All evidence we have collected suggests that shared use developments are more likely to result in blind and partially sighted people's exclusion from public spaces which negatively impacts their health and ability to engage in society. Our Seeing Streets Differently Report found that 78% of people with sight loss would avoid a shared route with bikes. We have also received reports of significant physical injuries (including broken bones) and lasting psychological damage from people with sight loss who have been hit by cycles in shared use areas. A survey we conducted in 2020 found that 1 in 10 of people with sight loss who had difficulties with making walking journeys because of shared use areas had been run into by a cycle, and more had experienced distressing near misses. In addition to this, we are aware of instances where white canes (a navigation tool used by some blind and partially sighted people) have got stuck in cycle wheels, causing injuries to cyclists, or have been snapped/damaged by cycles.</p>
<p>(6) Local resident, (Carterton, Henley Walk)</p>	<p>Upavon Way – Object Carterton Road – Object Marsh Way/Norton Way – Object Brize Norton Road – Object</p> <p>Shared paths are a danger to pedestrians. Where 20 MPH limit roads exist, cyclists should use them, as that was the justification for introducing them.</p>
<p>(7) Member of public, (unknown)</p>	<p>Upavon Way – Object Carterton Road – Object Marsh Way/Norton Way – Object Brize Norton Road – Object</p>

	Routes for pedestrians are more important
(8) Member of public, (Charlbury, Rochester Place)	<p>Upavon Way – Partially support Carterton Road – Partially support Marsh Way/Norton Way – Partially support Brize Norton Road – Partially support</p> <p>It seems like a half-baked solution. We need proper safe on-road dedicated cycle lanes to keep Oxfordshire's cyclists safe.</p>
(9) Local resident, (Carterton, Cotswold Way)	<p>Upavon Way – Support Carterton Road – Support Marsh Way/Norton Way – Support Brize Norton Road – Support</p> <p>Safer for both cyclists and motorists- as the work is carried out can the footpath where the burford road/Upavon road meet by the lights be widened- it's a narrow busy footpath with the secondary school and the grass is being churned up as a result.</p>
(10) Local resident, (Carterton)	<p>Object – I have several objections to this plan. Have any observations been made as to the use of this pavement? Has anyone actually been out to visit the site to see who uses this pavement.? If so, they would find that the main use of the existing pavement is by the elderly, school children, families .</p> <p>I have a very large Ash tree with protection orders on it can it be guaranteed that it will not be affected by any groundwork involved in this plan ?</p> <p>There are lampposts and newly planted trees sited along the verge, are you planning to resite them ?</p> <p>There is already a problem with drainage during inclement weather, will this may increase with more hard paving being laid.</p>

<p>(11) Local resident, (Carterton)</p>	<p>Concerns – Has a survey been conducted as to how many cyclists use this route. Not many from my observations. The usage of the path in question is by elderly residents, many using walking aids and shopping trolley bags or young children, many in pushchairs and their families, not cyclists.</p> <p>In the proposal, has any consideration been given to the fact that there is a historic ditch, hedges, nesting birds and trees with preservation orders, whose roots might possibly get damaged during the creation of said cycle path. Are you planning to resite lampposts and the newly planted trees along this road. At present drainage of water off the footpath in inclement weather is a problem. With more hard pavement where will this laying water go? Has any consideration been given to maintaining the present grass verge edges abutting the current path to give extra width without unnecessary expense.</p>
<p>(12) Local resident, (Carterton)</p>	<p>Concerns – would like to make a few observations Based on my near 40 years of living on this road.</p> <p>As a long time (Lycra Clad) Cyclist still doing 2000 miles a year I am in favour of anything that makes us safer, however I am also aware that (based on the said 40 years) It is rare to see cyclists on this stretch of footpath. I have conducted two short surveys since receipt of your letter 2 hours yesterday resulting in one child pre teen and one pensioner and today over a similar time frame no cyclists utilising the footpath. I did note however several groups of Lycra Clad however using the road.</p> <p>I would also request clarification as to the location of the path, my reading of the not very detailed plan supplied would seem to show the grass adjacent to the hedge line would remain and the verge adjacent to the road would be dug up to form the cycle way, I am also assuming there would be still a strip of grass left in situ. This would of course mean that the route would be interspersed with the newly replace lamp posts, and would indeed run over several electrical/telephone access covers.</p> <p>On a much more serious note the safety in respect of fast moving cyclist being injured due to the proximity and dense vegetation when vehicles are exiting the properties.</p> <p>It would be very obvious to anyone that carried out a risk assessment that due to the Hedge line visibility is seriously restricted. Great care is necessary when exiting now, however, it is easier to glimpse a pedestrian at 4kph than a cyclist at 15-20kph</p>

	<p>In conclusion I am interested in</p> <ol style="list-style-type: none"> 1. Has a review be carried out in respect of current usage both foot passengers and cyclists. 2. What is the estimated cost of the completed project and projected increase in use . 3. Has a risk assessment been carried out for each of the proposed routes. 4. Please as Paragraph 3 clarify the positioning of the cycleway.
<p>(13) Local resident, (Carterton, Brize Norton Road)</p>	<p>Concerns – The footpath in question does require attention as in places it holds a large amount of water and mud and has been a hazard during the winter months which i have reported on ‘fix my street’, WODC and also the Carterton Town Hall. Pedestrians as old as 92 and young mothers with prams use this path on a daily basis. They are having to negotiate this after heavy rain and are often electing to cross the busy road to avoid this hazard, which in turn is unsafe and an unnecessary burden which can be an effort for them especially the elderly.</p> <p>Your proposal states this would include additional footpath improvements which i take it would rectify the flooding in question, which is good news.</p> <p>However i have concerns of this path being used by cyclists as well as pedestrians as i have already stated it is used by the elderly and also young mothers with prams.</p> <p>I would request you look at this proposal as a segregated path which would allow both cyclists and pedestrians to use a separate lane each so as to avoid collisions.</p> <p>If segregation is not an option then I believe in my opinion, thought should be given to placing a zebra crossing on the road at a suitable place to allow pedestrians the option to cross the road safely onto the south side of Brize Norton road so they can walk unhindered and without worry on the pedestrian footpath to the town centre.</p>
<p>(14) Local resident, (Carterton, Brize Norton Road)</p>	<p>Concerns</p> <p>(1) Crossing Norton Way from the east, there is a long right bend and blind to your right is a 40mph sign and sometimes you cannot hear approaching traffic from the right. The 30mph sign is at the roundabout and is hidden by trees, suggest moving the 30mph back 50mtrs and put in speed hump with warning signs of pedestrians. cyclists etc.</p> <p>(1A) Exiting from BP onto Carterton Road has to cross the shared path, who has right of way?.</p>

(2) The pedestrian crossing is fine but path to (3) is narrow

(3) This area needs a lot of care, 2 lanes in and 2 out of RAF station

(4) The path continues onto Brize Norton Road to Wycombe Way, no end of shared path sign.

(5) If the route from (4)-(6) which is the Aldi supermarket was a shared path you would have a fantastic route all the way from Brize Norton to three supermarkets, health centre, market town hall and everything else the town centre offers.

(8-8) Is your proposed route (blue line on map) ending on a blind left hand bend which i find dangerous because of eastbound overtaking traffic towards the roundabout.

Not only cyclists and pedestrians but there is also the less mobile using their mobility aids, wheelchairs and mobility scooters etc.